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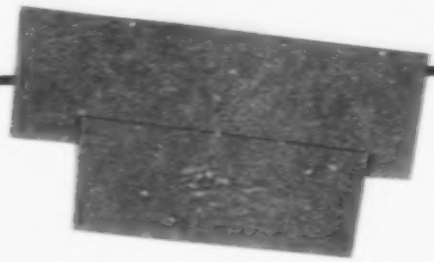

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UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR SAMOA (1997-2001)

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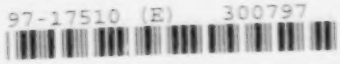

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INTRODUCTION

1. Programming of the first country cooperation framework (CCF) began with preparation of a UNDP advisory note, in full consultation with the Government of Western Samoa and its development partners. The UNDP advisory note laid out a carefully considered strategy and identified programme areas for potential assistance in order to best support the country in achieving its national goals for sustainable human development (SHD). In July and September 1996, the advisory note was reviewed by the local Programme Advisory Committee (PAC) that included representatives of the Government, United Nations agencies, donors, and representatives of civil society and the private sector. It was also reviewed by the Regional Bureau for Asia and the Pacific (RBAP) in December 1996, and approved by its Programme Management Oversight Committee (PMOC) in May 1997. The final document, therefore, reflected a substantial agreement on the thematic areas for the concentration of UNDP support in the first CCF and was consistent with both national priorities and the core mission of UNDP to "assist programme countries in their endeavour to realize sustainable human development, in line with their national development programme and priorities" (see Executive Board decision 94/14).

2. The CCF draws heavily on recent policy documents regarding Western Samoa and takes into account other international and regional agreements on key developmental issues, all of which were mentioned in the UNDP advisory note, as well as documentation pertaining to resource allocation based on prioritized needs. It also draws on experience and lessons learned during the fifth country programme, in particular highlighting areas in which the programme can be made more effective.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

3. The Human Development Report 1996 ranked Western Samoa 88 in the world with a human development index value of 0.700, which is relatively good by both international and Pacific standards. A range of factors made this possible, including high investment in social services and infrastructure, firm Government commitment to health and education, a strong cultural tradition of sharing and caring within the community, geographical features that enable easy access and communication to the entire population, and the importance of social institutions at village level. The communal system and its subsistence mode of production plays a key role in ensuring the livelihood and well-being of many families.

4. Economic growth and rising living standards in recent years attest to the relatively successful relationship among Western Samoa and its development partners. The challenge now is to build on this foundation of achievement. To this end, the Government is committed to taking steps that help secure sustainable development. Its Statement of Economic Strategy: 1996-1997 (SES) proposes two key strategies for achieving sustained economic growth: promotion of the private sector; and rationalization of the public sector. The SES recognizes that these strategies, while important, only set the stage for

economic development and higher living standards. In his introductory remarks to the SES, the Minister of Finance emphasizes the equitable distribution of economic benefits and cautions that the pursuit of individual profit should not displace the communalism that characterizes Samoan society. Employment creation and the expansion of livelihood options in rural areas are prominent in the SES. It asserts that improved living standards in rural areas can be brought about through increased productivity of land and labour, as well as diversification of economic activities.

5. Education is a top priority, enabling each citizen to reach full potential through employment or other pursuit of livelihood. Education is a key feature of the Government's employment strategy for improving access to available opportunities and creating new ones through individual entrepreneurship and increased foreign investment attracted by the availability of a skilled and trained workforce.

General sustainable human development issues

6. While extreme poverty does not exist in Western Samoa, relative poverty does. It is important to develop indicators that measure relative need and draw the attention of decision makers. Without indicators, it can only be surmised that vulnerable groups exist. These include youth who are particularly affected by unemployment, crime and suicide, and urban families who live in crowded areas with poor environmental and sanitary conditions and limited access to natural resources. The UNDP-funded Apia Urban Youth Survey (1994) provided valuable insights into the problems affecting youth, which were discussed at a symposium, held in October 1996. The ongoing Household Income and Expenditure Survey, funded under the UNDP Poverty Strategy Initiative, will provide indicators of the nature and extent of poverty.

7. A number of social problems are also emerging for which no easy solutions are evident. The SES notes that "Western Samoa has long been known for its high rate of suicide, especially among village men, one reason being that they constitute the least empowered group in society and that young men experience a widening gap between their reality and aspirations". Crime has increased and may be related to unemployment among youth especially in urban areas where they are removed from traditional forms of social discipline and village support.

8. A closer look at health also offers insights into relative poverty in Western Samoa. While Samoans are generally healthy, there are some alarming trends, especially rising incidences of diseases associated with changing lifestyles. Over 7 per cent of the population suffers from diabetes and about 53 per cent are obese; these statistics are worse in urban areas and among women. There is also an increase in nutrition-related diseases in rural areas, which could be related to food security. Protein-energy malnutrition is a significant problem for children and infants in Western Samoa, and attributable to factors such as early weaning and lack of support for young mothers, in particular those who are unmarried.

9. The rapid depletion of resources, particularly in forests and inshore areas, is a major worry expressed in the SES and the National Environmental Management Strategy. The Government has reacted by supporting projects

encouraging community responsibility for management of the local environment and resources. Public awareness programmes to prevent environmental damage are being incorporated into projects, and environmental policies have increasingly become an integral part of development planning.

Livelihood and employment issues

10. Primary production in agriculture and marine resources and informal subsistence activities remain the most important sources of livelihood for 70 per cent of the population. A combination of volatile commodity markets, cyclones and taro leaf blight caused a decline in agricultural production between 1990 and 1994. The situation has improved with expanded agro-processing of products that achieve high value added and the establishment of niche markets overseas. Still, much remains to be done to ensure that the village economy provides an outlet for the creative energies of its youth, many of whom are under-employed.

11. In recent years, the establishment of larger light manufacturing industries and a decline in export crops due to disease have led a marked trend towards wage-earning jobs. This is causing additional pressures on the Apia urban area and could reduce subsistence production. The effect of the latter on food supplies may be mitigated by increases in cash crop production for urban markets. Improved utilities and roads to the rural areas should help limit migration to urban areas in search of employment.

12. The Urban Youth Survey showed that 29 per cent of youth in Apia are neither fully employed nor attending school full time, indicating that employment opportunities are not expanding fast enough to accommodate increases in the labour force. Labour Department statistics show that, from 1990 to 1996, about 20,000 students left school and that, of the 3,300 who registered on the department's employment placement list, only 300 (less than 10 per cent) had been successfully placed. The majority of school leavers have been absorbed into the subsistence sector.

13. The participation rate of women in the paid labour force increased from 18 per cent in 1991 to 33 per cent in 1995. More women than men are employed in the public sector, but only 1 per cent occupy senior management positions, compared with 3 per cent of men. Women are increasingly becoming wage earners in addition to their many other roles. Their access to resources is through the family titular head, or "matai", who is traditionally male. More direct access to resources is essential as women increasingly assume responsibilities on their own, as reflected in the growing number of female-headed households.

14. Unemployment is critical in urban areas given the limited access to land for subsistence production and natural resources. Urban families also take in rural relatives who reside in the city during the work week. A key constraint in employment creation is the large public sector. The Government is looking at its reform and institutional strengthening to ensure a downsized and more efficient public sector.

15. The large informal sector, counting children and women as the major participants, is beyond the control of the Labour Department. Wage levels and

child labour conditions are, therefore, unmonitored. However, a review of the current Labour Act aimed at extending it to this sector is under way. More support for the sector through training opportunities is essential if the collective energies and development potential of these important population groups are to be harnessed.

16. Remittances from emigrant relatives remain a major source of income for many, but are not available to all and fluctuate. It is unlikely that these will substantially increase. Opportunities for migration to New Zealand, Australia and the United States continue to be utilized.

II. RESULTS AND LESSONS OF PAST COOPERATION

General perception of external assistance

17. Official development assistance (ODA) has done much to advance the goals and objectives of the Government and people, particularly in the field of human development. The Government's development budget is almost entirely funded from ODA, which has shifted its emphasis from infrastructure to social services. The fact that positive social indicators are emerging in Western Samoa reflects the successful impact of such investments. Social indicators can continue to improve along with improved access to income-generating opportunities, which in turn would guarantee sustainable living standards. The Government has recognized the importance of developing and promoting the private and informal sectors.

The role and contribution of UNDP

18. The fifth country programme for Western Samoa, which covered the period 1992-1996, targeted the agricultural/forestry sector, management improvement in the public sector, and health and education. Direct support focused on the primary economic sectors, social sectors and public sector improvement, all in line with government priorities. The Government has made serious efforts to move local personnel into positions currently held by expatriates, as reflected in the phasing out of interim United Nations Volunteer (UNV) programme specialists as well as other donor-funded staffing supplementation schemes.

19. Primary sector support made an important contribution to government efforts to diversify primary production while ensuring the long-term sustainability of the resource base. The watershed management project has made an impact in improving drinking water quality in Apia and in reducing pollution of inland areas, as well as protecting watersheds from soil erosion.

20. In general, but with particular reference to public sector and social sector projects, capacity-building and skills transfer activities fell short of expectations, hindered by the lack of an effective counterpart system. This was particularly the case in the health sector, where few graduates returned to take over from United Nations Volunteer (UNV) programme doctors and specialists. The mid-term review in September 1994 concluded that project design needed to be more realistic, and that UNDP resources should only be used to support high priority government programmes where effective capacity-building and

sustainability could be assured. As a result, the Government has reassessed its policy with regard to expatriate personnel. Technical assistance personnel are now recruited only in advisory roles and provided that the relevant line position is already filled; interim UNVs were phased out in 1996.

21. Capacity-building was supported by various UNDP regional programmes such as Basic Education and Life Skills (BELS). The Capacity-21 programme on Capacity-Building for Sustainable Development in the South Pacific, implemented in six Pacific island countries including Western Samoa, supports integration on environmental issues into development planning and investment. The Equitable and Sustainable Human Development Programme contributed significantly to capacity-building of statistical staff and youth development workers. A sustainable human development situation analysis was undertaken as the basis for the first national sustainable human development (SHD) report. The South Pacific Disaster Reduction Programme, executed by the United Nations Department of Humanitarian Affairs, has contributed significantly to capacity-building in disaster management and mitigation in Western Samoa.

22. Another major lesson learned from the fifth country programme was that UNDP resources were too thinly spread to have a significant impact. The mid-term review determined that resources needed to be more focused while ensuring, through improved donor coordination and the adoption of the programme approach, that other significant areas were not neglected. The Government also expressed the wish to assume full management and execution of projects, which would give them a greater sense of ownership as well as the capacity and confidence to coordinate a variety of donor programmes and enhance the use of the programme approach. UNDP supports government capacity-building for national execution through work attachments in the UNDP office and holding training workshops.

III. PROPOSED STRATEGY AND THEMATIC AREAS

23. The SES has identified a wide range of economic and social goals, but is clearly focused on improving sustainable economic production and income through public sector reform, private sector development, increased support for primary production, and improved skills levels. Rural economic diversification is expected to have a significant multiplier effect on the availability of sustainable income and livelihood options, while an improved educational system and training will enable the population to take advantage of the new opportunities. This will in turn result in sustainable improvements in the quality of life for disadvantaged groups. The Government is committed to improving the quality of education for all learners through increased public funding for education. Emphasis will be placed on early childhood education, effective management of schools at the village level, and special needs education.

24. The poor results of Samoan children on the Pacific Islands Literacy Level tests in 1994 reconfirms the Government's belief that a sound educational foundation in the formative years is crucial to avoiding the problems associated with joblessness and poor quality of life. Therefore, the Government's decision to focus UNDP support on basic education is both in line with SES plans and its commitment to the 1994 Suva Declaration on Sustainable Human Development in the

Pacific, which emphasized ensuring the relevance of the formal and informal education systems to economic needs and the integration of cultural and ethical values into standard school curricula.

25. The Government, in consultation with UNDP, has decided that: basic education and training, and job creation and sustainable livelihoods will be the main areas of concentration for UNDP cooperation with Samoa. It was agreed that 60 per cent of the resources allocated should be devoted to basic education and training programmes, and 40 per cent to job creation and sustainable livelihood.

A. Improvements in basic education and training

Consolidation of basic education

26. Consolidation of the work of BELS in a national programme that addresses the root causes of and offers solutions to the problem of poor literacy and numeracy performance by primary schoolchildren will, together with pre-primary development, be a major focus of UNDP support.

27. The Government is committed to reforming the education system and will allocate substantially more resources to it. Sectoral policies and strategic plans for the decade 1995-2005 identify as target areas early childhood education, primary/basic education, special education, vocational training, teacher education and management. Basic education is the top priority for addressing literacy, numeracy and life skills, and BELS, which will be implemented largely by local personnel in Western Samoa, will continue to focus on literacy and associated teacher development, assessment and evaluation, curriculum development/teacher training, and assessment in agricultural studies and village-based life skills. Consolidating the project's work at the national level will be the focus of UNDP support, with particular emphasis on diagnosing the basic causal factors leading to the low literacy and numeracy achievement of primary schoolchildren in grades one to six. It will complement assistance provided by the Australian Agency for International Development (AusAID), the New Zealand Overseas Development Authority, the Canada Fund and the United Nations Children's Fund (UNICEF) at the pre-primary level and contribute to a significant improvement in literacy and numeracy skills.

National Training Council

28. The establishment of a national training council (NTC) to define and monitor training standards for a broad range of trades and skills training for the public and private sectors as well as the informal sector, will be a second thrust of UNDP support.

29. Non-formal and on-the-job training play important roles in upgrading the skills of the workforce and reducing the shortage of skilled and professional labour. This area has been neglected in the past, but recently there has been an increase in non-formal and on-the-job training activities, mainly through the private sector, non-governmental organizations (NGOs) and civil society organizations (CSOs). The Government, in its strategic plan for education, proposes forming an NTC consisting of representatives of employer organizations,

the Government and NGOs. The NTC will formulate policy for post-secondary training, including non-formal and on-the-job training. UNDP support for the NTC is an area of potentially high SHD impact in terms of capacity- and institution-building, especially for youth and women, and for the furtherance of private sector development. UNDP will support identification of the needs in terms of appropriate legislation, staffing and other requirements in order to realize the NTC, after which complementary donor assistance will be sought to physically set it up.

Special needs education

30. The third intervention involving support to education is the establishment of a special needs curriculum development unit in the Education Department dedicated to developing teacher training courses and activities for the wide range of special education needs of children with disabilities, as well as slow and exceptional learners.

31. Staff training in special education was previously conducted at overseas institutions under the auspices of local private managements. New government policy focuses on special education as a component of Education for All, and compulsory education. The Western Samoa Teachers' College, being incorporated into the National University of Samoa (NUS), has introduced special education teacher training into its curricula and is developing a training programme for special education teacher trainees; since this is an area where there is little local expertise, trainers and curriculum developers have been brought in from overseas. To ensure the continuity and relevance of teacher training programmes, study and/or training in special education by teacher training staff at regional institutions such as the Teachers' College in Suva is needed. The Education Department will integrate special needs learning units into regular schools, including those at village level. UNDP support will, inter alia, concentrate on identifying specific needs for teacher training, legislation, and the types of facilities and extra staff that will be needed to result in the establishment of a viable special education programme at the NUS.

32. The SES and the Education Policies and Associated Strategic Plan for the Decade 1995-2005 stipulate the policy framework for developing an appropriate Educational and Training Support Programme to incorporate donor resources into national programmes and the Government has made a commitment to substantially increase resources for this sector. The Government has indicated that the sustainability of the programme is guaranteed.

B. Job creation and sustainable livelihoods

Increasing sustainable primary sector employment and production

33. The Government is committed to stimulating village agricultural production through diversification. While the primary sector is driven by commercial operators, activities will not be limited to the private sector. The experience of UNDP in crop diversification can contribute to increasing rural livelihood opportunities and primary sector production through outreach activities. UNDP will concentrate on improved stock materials and farming systems in Fruit Tree

Development as a follow-up to a UNDP/Food and Agriculture Organization of the United Nations (FAO)-assisted project. This activity complements assistance provided by other donors such as AusAID, and will be assisted by UNDP regional projects such as that to control the fruit fly.

Youth employment creation

34. The SES has officially recognized the importance of informal activities in rural areas, which also need to be extended to urban areas where most growth has occurred. The major role of youth and women in the informal sector makes it an important area of focus for any overall income and employment creation strategy. The Urban Youth Survey highlighted the need to provide employment for young people, particularly in the urban area of Apia. The low job skill levels of school leavers and youth in general is an important constraint facing jobless youth. Therefore, providing more training opportunities to increase and diversify skill levels is the main strategy of the Government for addressing the issue.

35. Training needs must be closely linked to labour market demand and, therefore, UNDP will provide support to determine both labour market demand (through a national survey in the formal wage sector), as well as self-employment opportunities in the informal sector. The data collected will form the basis for identifying national training needs in the formal and informal sectors and will be used to design activities that will incorporate vocational training and business advisory elements with a focus on youth. The NTC, to be established with UNDP support, will be closely involved and draw on the expertise of other United Nations agencies such as the International Labour Organization (ILO).

36. Technical cooperation among developing countries (TCDC) has been recognized by the Government as a useful modality for training, and it will maximize opportunities for youth to participate in appropriate fields; 1 per cent of target for resource assignment from the core (TRAC) will be allocated for TCDC activities.

IV. MANAGEMENT ARRANGEMENTS

Execution and implementation

37. National execution will be the norm for all UNDP-assisted programmes under the CCF, subject to the requirements of efficient implementation and accountability. This is in line with the Government's wish to assume full responsibility for programme management and execution. UNDP has assured the Government of its support in this regard, and will work closely with it in developing more effective national execution capacity through provision of training in UNDP procedures.

38. United Nations may be engaged within the framework of the Government's execution responsibilities but under national execution, their implementation role will, however, be minimized in comparison to their technical backstopping. Other possible support functions include cost-effective modalities such as

short-term consultants, national experts United Nations Short-Term Advisory Resources (UNISTAR), Transfer of Knowledge through Expatriate Nationals (TOKTEN), national volunteers, and UNV specialists.

Monitoring and evaluation

39. The United Nations Consultative Committee on Programme and Operational Questions Guiding Principles for a Monitoring and Evaluation Methodology for the Programme Approach will be followed and ensure that major aspects of the programme approach are integrated from the start. This will cover the conditions for monitoring accountability: substantive (relevance, impact and success); managerial (financial, budgeting, monitoring); and audit-related. All programmes will be subject to the normal UNDP monitoring and review process, including annual tripartite reviews. In-depth evaluations may be necessary for some of the larger programmes/projects. The overall CCF will be subject to a triennial review during which progress will be evaluated and decisions made on the balance of programmable resources.

Resource mobilization

40. The CCF covers the five-year period 1997-2001. The resource mobilization table in the annex is based on that agreement, with the current three-year target for resource assignment from the core (TRAC) 1.1.1 allocation being pro-rated at the same level for the years 2000 and 2001.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR SAMOA (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	(46)	
TRAC 1.1.1	1 488	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	141	
Subtotal	1 583[a]	
NON-CORE FUNDS		
Government cost-sharing	240	
Sustainable development funds	150	Global Environment Facility
Third-party cost-sharing	400	
Funds, trust funds and other	560	
	of which:	
PSI	150	
PDP	160	
UNV	200	
UNIFEM	50	
Subtotal	1 350	
GRAND TOTAL	2 933[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: IPF = indicative planning figure; PDP = Partners in Development Programme; PSI = Poverty Strategy Initiative; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core; and UNIFEM = United Nations Development Fund for Women; UNV = United Nations Volunteer programme.